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ABSTRACT

This document contains witness testimonies and prepared statements from the Congressional hearing called to examine S. 1195, legislation which would require a portion of Congressional and executive branch mail to include the photograph and biography of a missing child. In his opening statement Representative Frank McCloskey points out that mail from members of Congress reaches citizens in every community in all 50 states and that a picture of a missing child on 75 percent of official Senate and House of Representative mail and on 50 percent of mail sent by the executive branch would reach many people in a vast number of geographic areas. Testimonies and statements are included from several members of Congress; from the secretary of the Senate; the clerk and deputy clerk of the House of Representatives; a consultant and the executive director from the National Center for Missing and Exploited Children; and the director of the Office of In-Plant Processing, United States Postal Service. Also included is a statement from the public printer of the United States. Witnesses offer testimony in favor of the legislation, call for further deliberation and clarification of the bill, and consider problems in the implementation of the bill. Exhibits are included which illustrate Postal Service limitations on the placement of nonaddress data or markings on the outside of letter size mail. (NRB)

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PHOTOGRAPH AND BIOGRAPHY OF MISSING CHILD

ED264449

HEARING

BEFORE THE

SUBCOMMITTEE ON
POSTAL PERSONNEL AND MODERNIZATION

OF THE

COMMITTEE ON
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

ON

S. 1195

A BILL TO REQUIRE THAT A PORTION OF THE MAIL OF CONGRESS AND THE EXECUTIVE BRANCH INCLUDE A PHOTOGRAPH AND BIOGRAPHY OF A MISSING CHILD

JUNE 25, 1985

Serial No. 99-17

Printed for the use of the Committee on Post Office and Civil Service

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INCLUSION OF A PHOTOGRAPH AND BIOGRAPHY OF A MISSING CHILD IN A PORTION OF CONGRESSIONAL AND EXECUTIVE BRANCH MAIL

TUESDAY, JUNE 25, 1985

HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON POSTAL PERSONNEL AND MODERNIZATION,
Washington, DC.

The subcommittee met, pursuant to call, at 2:18 p.m., in room 311, Cannon House Office Building, Hon. Frank McCloskey presiding.

Mr. MCCLOSKEY. I would like to thank everyone for coming today. I am Frank McCloskey, chairman of the Subcommittee on Postal Personnel and Modernization.

Today we are going to hold a fairly full scale hearing on S. 1195, legislation which would require a portion of congressional and Federal Government mail to include the photograph and biography of a missing child. The bill introduced by the Honorable Howard Metzenbaum was passed by the Senate on May 22. Specifically, it would require 75 percent of official Senate and House of Representatives' mail and 50 percent of mail transmitted by executive branch departments and agencies to contain a picture and biographical information of a missing child.

The issue which we will be discussing today is one of grave national concern and importance. Our children, our most valuable resource, are faced with an increasing danger—the danger of being taken from their home and their families. I am sure that everyone in this room can understand the heartbreak, fear, and frustration that is felt by a family when a child disappears, often with no clues as to where the child has been taken.

Although the estimates vary, it is believed that over 1½ million children are missing each year. This figure includes children who have run away from home, children who are kidnaped by noncustodial parents, and—perhaps most frightening—it has been estimated that more than 20,000 children are taken by strangers.

But whatever the reason for the disappearance, it is clear that the vast majority of these children are in danger of becoming victims of street crime, sexual abuse, exploitation, and even homicide.

I am pleased to say the Congress has not ignored the growing problem of missing children. During the 98th Congress, the Missing Children's Assistance Act was passed, which in part mandated the

existence of a national center to serve as a national resource for information and provide assistance in cases of missing children.

The National Center for Missing and Exploited Children began its efforts just 1 year ago and already has helped to raise public awareness about the plight of missing children. Since its inception, the National Center has assisted in the safe recovery of nearly 800 children. And the effort has not stopped there.

Private organizations and businesses, State and local governments, have stepped in to do their part in locating missing children. Dairy companies have put pictures of missing children on milk cartons. Grocery bags we bring home from the supermarket bear pictures of these children. Highway authorities are distributing photographs and biographies at toll booths. The media, including the national television networks, air pictures of missing children on a weekly basis.

The consistent efforts to bring the plight of these children to the public's attention have begun to pay off. The National Center reports that it receives about 150 telephone inquiries each week from someone who has seen the picture of a missing child. The bill we are considering gives Congress and the Federal Government an even greater role in the effort to reach as many people as possible as we search for our lost children.

Mail from Members of Congress and congressional committees reaches citizens in every community in all 50 States. Almost every household receives mail from the Internal Revenue Service. Retirees receive their Government checks once a month. Farmers receive information from the Farmers Home Administration. Veterans and those who serve in our Armed Forces receive mail from the Veterans' Administration and the Department of Defense.

Across the country, millions of people who receive mail from Congress and the Federal Government will be alerted that a 5-year-old girl disappeared from the playground next to her home and is being held by a stranger who may live in their city, in their community, maybe even in their neighborhood. The principle behind this legislation is clear—the more people in a vast number of geographic areas that are aware of a missing child, the greater the chance that the child might be found.

I highly commend my colleagues in the Senate for the worthwhile goals to be achieved through S. 1195. However, I know concerns have been expressed about how we can ensure that the effort to be undertaken by Congress and executive branch agencies is consistent with efforts already underway on behalf of missing children.

The subcommittee will hear testimony today from Members of Congress and organizations which have valuable experience in this area, as well as from congressional and Federal officials who are knowledgeable on the administrative aspects of this legislation. Additionally, the subcommittee has requested comments on S. 1195 from Federal departments and agencies, including the Office of Management and Budget and the Government Printing Office, which were unable to testify today. I am confident we can work together to address all legitimate concerns and accomplish the worthy goal of increasing our national efforts to reunite missing children with their families.

Mr. Young.

Mr. YOUNG. Mr. Chairman, in light of the shortness of time, and the Senator being the first witness leading off, I would like to submit for the record my written testimony. I welcome the witnesses and look forward to their testimony.

[The statement of Mr. Young follows:]

PREPARED STATEMENT OF CONGRESSMAN DON YOUNG

I would like to join the chairman in welcoming the witnesses to the hearing.

The issue of missing children has gained national prominence. Across the country Americans are organizing educational efforts on the subject and groups such as the National center for missing and exploited children are leading the effort in this area. Private companies and broadcasters have also joined in the search. Most important, these efforts have paid off with the safe recovery of scores of children.

Congress has not ignored the plight of missing children and their families. I am proud to say that I was an original cosponsor of the missing children's Assistance Act, passed during the 98th Congress, which set up the National Center for missing and Exploited Youth and provided $4 million in grant funds to organizations active in the search for missing children. Additionally, I am a cosponsor of legislation that would expand this effort by providing grants to State and local law enforcement agencies to set up State clearing houses for missing children.

The legislation that we are addressing today is designed to increase the direct role that Congress and the Federal Government play in the search for missing children. Many Members of Congress, including myself, already providing information on missing children in our newsletters sent to constituents back home. S. 1195 would require that 75 percent of all congressional mail and 50 percent of all agency, department, or bureau of the U.S. Government mail included information on missing children.

The intent of this legislation is clear, the means of implementation are not. I am pleased that the subcommittee is holding this hearing so that we might answer some of the questions that have arisen about this bill, and develop ways in which we can improve it.

Mr. MCCLOSKEY. Thank you very much, Mr. Young.

With that, let's hear from our first witness. We are very honored to have Senator Hawkins who has been a great leader in this area.

Thank you, Senator.

STATEMENT OF HON. PAULA HAWKINS, A U.S. SENATOR FROM THE STATE OF FLORIDA

Senator HAWKINS. Thank you, Mr. Chairman, for calling this hearing, and I thank the members of the committee for being here today. I listened with interest to your statement and the what ifs, what if a 5-year-old disappears?

One week ago today in my hometown of Orlando, FL, Regina Mae Armstrong, a little 6 year-old-white female, date of birth March 16, 1979, disappeared while playing with her 9-year-old sister and another child in the parking area next to the apartment house where her babysitter was tending her while her parents were working.

What are the vital statistics we are talking about putting on our mail? This is an example of something that should be on our mail today. Yesterday, my office received 1,826 pieces of incoming mail and that same day, June 17, I sent 979 letters back—you can see we are not catching up but we are working on it—and because Regina Mae Armstrong has been gone 1 week in spite of all the attention we have on missing children, despite all the things we do, I felt that I should help by printing her vital statistics on the mail that I sent out today.

We have a picture and we could make it work. The vital statistics are absolutely stunning when you stop to think about having to print this on your mail. Six years old. Reddish-brown hair. Weight: 45 pounds. Height: 3 feet, 6 inches. Dress: blue sundress with white flowers. Sunburned nose. And she is still gone, 1 week ago today, in spite of the Greyhound Bus Co. who has come forward as one of the private partners working with the President's Private Partnership for Child Safety, in spite of this picture going in all the bus stations, 2,100 bus stations in the United States, 50,000 employees of the Greyhound Co., they change the pictures on a monthly basis. Despite the Quality Inns putting children's pictures in the Quality Inn, giving free room and shelter and food for those parents that come to be reunited with the children. In spite of all the many pictures of missing children displayed on milk cartons, in spite of heightened awareness by the public, helped in part by the efforts of so many wonderful private partners. The Associated Press distributes two missing children's pictures every day at the close of business to their 1,700 subscribers.

So today I thought I would do this on all the mail that went out today. But I am told by the Ethics Committee in the Senate that I cannot do that, that they have to think about it and they have to get some guidance from some source to see if we as elected Senators, two Senators representing 11.5 million people in the State of Florida, can represent Regina Mae Armstrong and her mother and father.

All this is very hard for me to revisit. I want to say how much I appreciate John Walsh, who is here today. He was with me yesterday in New York City where we presented a Walt Disney tape to children entitled "Too Smart For Strangers" that will now be available for home video teaching children like Regina how to handle these situations like this one, where this male, 37 to 42 years of age, 6 feet tall, medium build, clean shaven and has a split lip, approached her, played with the children and said come with me and we will go find my grandchildren and come back and play with you.

Now, the 6-year-old fell for that. The interesting thing about what the children recall is the man has on a watch that has roman numerals. Why would a child notice a watch? Because it is right in their face at 3 feet 6 inches, looking directly at a grownup's watch. That is what we are looking for. Perhaps if that Walt Disney film had been shown, she could have said no to that stranger and we may have avoided her abduction.

I don't want to say no to her parents, that I cannot do more. It reminds me of when John and Rene Walsh called and said can a Senator help me find Adam, my 6 year old that disappeared in the mail while shopping with my wife yesterday. I said I don't know, I have been working with children since I got here but I will do my level best to help you find your child and other children.

Now it is quite compelling to revisit John, reporting to me and others that his child was missing. Can the Senate help him? Can the Congressmen help him? The police? They are helping. I talked to the command post we have in Orlando, FL, a very civilized town, headquarters for Disney World, the largest tourist attraction in the United States of America, and a command post where they are

searching every yard and every apartment in my town in the southeast portion today.

The parents are with the people that are going door to door and we have a volunteer in their home. We have heightened everyone's awareness, but we must as elected Members of this body do more to find Regina Mae Armstrong and any other child that disappears. I don't want to have to call the Ethics Committee. I want it to be a law and to be on the books that we can join all those great private partners—and I have a list of those which I will enter for the record and not take up your time—of all the private partners helping us today in this search for missing children.

[The information follows:]

[From the Congresional Record, May 22, 1985]

THANKS TO THOSE WHO ASSIST IN FINDING MISSING CHILDREN

Mrs. HAWKINS. Mr. President, in the 4 years that I have been fighting to increase the public's awareness of the plight of millions of missing children in this country I have been overwhelmed by the support our efforts have received from almost every corner of society. Today I would like to take a moment to thank all of those whose donations of time, money, and other resources have been instrumental in the joyful reunions of long-separated parents and children.

I am hosting a breakfast this Friday, May 24 to thank these businesses and corporations for their contributions in behalf of missing children. This breakfast is just my way of saying thank you for their unselfish efforts and dedication to the plight of children. But I know that the real satisfaction they receive is in knowing that they have helped locate a missing child and returned that child to the safety of his family. And these efforts have been successful. Our success stories range from the runaway who returned home after seeing her picture on a pizza box. She said that seeing her picture made her realize how much her parents must love her to go to those kinds of lengths to find her. Or the parental kidnapping victim who saw his picture displayed after the showing of "Adam" who called home to let his mother know he was alive and safe. His father had told him that his mother didn't want him, or the Rhode Island State Police who credit passage of the Missing Children Act and publicity about the National Crime Information Computer in their successful utilization of the computer. They linked an accident to its owner who had been a suspect in a child abduction and saw the eventual safe return of that child to his family. Or the ordinary citizen, who risked being labeled a "nosey neighbor" by persistently pursuing her suspicions about a young frightened child in the company of an elderly neighbor. Her suspicious were well founded, the child had been snatched from her parents in California so long ago, that they couldn't positively identify her until after blood tests were performed.

Mr. President, this spirit of cooperation is so pervasive, so far-reaching, that I am unable to give recognition to each and every business that deserve our thanks. But I would like to take this opportunity to applaud the efforts of a few of them, people whose contributions have been felt throughout our Nation.

At the memorial service for Adam Walsh, his friends delivered a poignant eulogy, a eulogy that bears repeating here:

If his song is to continue, we must do the singing.

Mr. President, these are the people who sing the loudest:

Abarta—Pittsburgh, PA.
Acacia Group—Washington, DC.
The Action Agency—Washington, DC.
Advanced Transformer Company, Elk Grove Village, IL.
American Highway Carriers—Cerritos, CA.
American Business Network—U.S. Chamber of Commerce, Washington, DC.
ASN Television—Orlando, FL.
Bekins Van Lines—Illinois, IL.
Burger King—Miami, FL.
Centers for Excellence—Williamsburg, VA.
The College of American Pathologists—Stokie, IL.
Commtron Corporation—Des Moines, IA.
E.M. Cornell Trucking—Rothway, NJ.
C&S Wholesale Grocers—Brattleboro, VT.

Dynamark Security Centers—Charlottesville, VA.
Dynamic Solar Systems Corporations—Tavernier, FL.
Duro Paper Bags—Ludlow, KY.
Eckerd Drugs—Clearwater, FL.
F.R.S. Industries—Fargo, ND.
Federal Bureau of Investigations—Washington, DC.
Fundraiser Products, Inc.—Tampan, NY.
Good Morning America—New York, NY.
Greyhound—Phoenix, AZ.
Guardian Photo, Inc.—Northville, MI.
Carol Holt—St. Louis, MO.
IBM—Washington, DC.
Jamesway—Secaucus, NJ.
Jedco Paper Corporation—Red Lion, PA.
Jim Walters Papers—Jacksonville, FL.
K-Mart Corporation—Troy, MI.
Lawson's—Cuyahoga Falls, OH.
Louisiana Power and Light Company—New Orleans, LA.
Marfred Industrues—Sun Valley, CA.
Marta—Atlanta, GA.
Metromedia WTTG-Channel 5—Washington, DC.
Mobil Oil—Washington, DC.
National Broadcasting Corporation—New York, NY.
National Council of Juvenile and Family Court Judges—Reno, NV.
National Education Association—Washington, DC.
National Sheriff's Association—Washington, DC.
New Jersey Transit—Newark , NJ.
North Yonkers Preservation and Development Corporation—Yonkers, NY.
Nicki's Dining and Cocktail—Troy, MI.
Noble Inc. (National Organization of Black Law Enforcement)—Washington, DC.
Pepsi Cola Bottling Company of Fargo, Fargo, ND.
Perry Austen Bowling Products—Des Moines, IA.
Playhouse Video—New York, NY.
Printing Industry of Metropolitan Washington—Washington, DC.
Randall Stores—Eau Claire, WI.
Round's Inc.—Wauwatosa, WI.
Springfield Sugar and Products Company—Winsdor Licks, CT.
Sun Carriers Express—Philadelphia, PA.
Sun Coast Group—Venice, FL.
Supermarket Communications—New York, NY.
Texize—Greenville, SC.
Thurston Motors—Charlotte, NC.
Trailways—Dallas, TX.
Trinity Paper and Plastics—New York, NY.
Truxad—Pittsburgh, PA.
Turner Broadcasting System, Inc.—Atlanta, GA.
U.S. Army, Office of the Provost Marshal, Ft. Sill—Ft. Sill, OK.
Winston Network, Inc.—Cleveland, OH.
F.W. Woolworth Company—New York, NY.
World Airways—California.
Worlds of Wonder—California.

Senator HAWKINS. But I must tell you that a picture is worth a thousand words.

We talk a lot in our work, that is our business, to sell and to speak, but in this instance, our job is to find a little child. It is most important that we continue to see her picture and other children's pictures from when they become lost. They are not lost, they are kidnaped. Somebody took that child. They don't wander away at that age.

I am urging you to consider giving favorable consideration to the proposition that we have passed in the Senate that yes, you could print pictures of missing children on our Government mail. It is

said that we spend an awful lot of money mailing, giving people information. I would like to see it on the outside of the envelope.

But I believe you have to be very careful. I don't know exactly how everybody picks out their people they want to use. The system we use is to call the National Center on Missing and Exploited Children that was authorized by the legislation that you mentioned. The center screens and get an appropriate child and you have to fill out a form, you have to submit it, I think that is also the way everybody else does when they are going to put missing children on things.

I have hearings every year annually to have an oversight on what are we doing with missing children now.

I don't think it is suitable to put pictures of missing children on a wine bottle. I don't think it is suitable to put them on cut-up chicken parts which we had a request for. They were well meaning but they wanted to put a child's picture on cut-up chicken at the market? No, sir, that is not tasteful.

So I believe that Congress should apply to the Center and they should select the children and in emergencies give those of us that come from the State where the child is missing the opportunity to put that child's picture on during that search.

So I must tell you that there are a lot of rules for everything else. There is nothing that will help more than seeing the pictures of these children to remind us every time we get a letter from a Member of this body that they are concerned with the children. Children are at risk in America and they are our most valuable national resource. I urge you to give favorable consideration as soon as possible and others will join suit.

Thank you.

[The statements of Senator Hawkins and Senator Metzenbaum follow:]

PREPARED STATEMENT OF HON. PAULA HAWKINS, A U.S. SENATOR FROM THE STATE OF FLORIDA

Mr. Chairman, I appreciate the opportunity to testify before your subcommittee today on a subject of great national signficance. As you know, Congress took the lead in establishing the first programs and policies regarding missing children back in 1982 with the enactment of the Missing Children Act and in 1984 with passage of the Missing Children's Assistance Act which established the National Center on Missing and Exploited Children.

But almost from the beginning of my legislative efforts with missing children, I have encouraged the involvement of private organizations, individuals and businesses in the search for missing children. I have done so because I know the federal government can only do so much and has limited ability to reach the public regarding these children.

The response of businesses, corporations and organizations to the plight of missing children has been phenomenal. They have helped distribute pictures and information about missing children throughout the country in newsletters, magazines, television segments and public service announcements.

Truckers have formed convoys with pictures of missing children displayed prominently on their semi-trucks.

Greyhound and Trailways not only display pictures of missing children in their lobbies, but they offer free travel to reunite parents with their missing children.

Quality Inns have displays in their lobbies. Missing children's pictures have been displayed on pizza boxes, direct mail advertising, and inserted in your monthly gas and utility bills.

World Airways is going to have a segment on missing children inserted in their in-flight movie segment. I have been amazed at the innovative approaches that businesses and organizations have gone to to spread the word on missing children.

Associated Press has been sending one photo a day for the last sixty days to all subscribers.

We have a case in my home town of Orlando, Florida which demonstrates the willingness of the private sector to join in the search for a missing child. A six year old girl named Regina Mae Armstrong was kidnapped while whe was playing outside her apartment building with her brother and sister. In the week since Regina disappeared, a $6,000 reward has been raised by friends and family for her safe return, the Orlando Sentinel, donated advertising space to publish information on the kidnapping, over 1,000 posters bearing Regina's picture an a sketch of her kidnapper have been distributed throughout town in businesses, gas stations, convenience stores, the police have received over 500 phone calls from people who feel they may have information regarding either Regina or the suspect. I gave a speech in Orlando this weekend and included in the program was a picture of Regina and information regarding her abduction. The police think that all this public attention will pay off. In fact, the detective in charge of the investigation has stated that "The biggest break will come from the public, from someone who'll spot Regina or the man who took her.

Can Congress do any less? Absolutely not! It's time for Congress to follow the private sectors lead and demonstrate our daily commitment to missing children. I know that many House members already utilize the televised proceedings in the House chambers to display pictures of missing children. I commend each member for each effort. A picture is worth a thousand words and politicians are very wordy. In the Senate, a majority of my Senate colleagues have joined in writing a letter to the major networks urging the networks to give more video time to pictures of missing children. The actions that members can take to demonstrate our commitment to missing children is to print a picture and information regarding a missing child on our Congressional correspondence and newsletters that we send to our constituents.

The National Center already reports a substantial increase in their phoned-in sightings due to the distribution of pictures of missing children by the private sector. Think of the number of children who might be located if we could increase the distribution of pictures of missing children by 800 million letters a year. Given the legislation's potential for finding missing children, the price of this bill is really insignificant.

I have joined Senator Metzenbaum in cosponsoring a bill, S. 1195, that would require that 50% of all Governmental mailings and 75% of all Congressional mail include a picture and short biography of a missing child. The Congressional Research Service informs me that we send over 800 million pieces of mail each year. Senator Metzenbaum testified that it will cost $5 for each plate used in a printing run. Even with several printing runs for each member of Congress, the amount is still insignificant when you consider that franked mail expenses for the Congress were $111 million last year.

Mr. Chairman, I have heard some of my colleagues express concern whether putting pictures of missing children on our envelopes is appropriate, whether its just a fad or whether it will really result in the location of missing children. I would like to respond to those concerns. First, I do agree that not all of the innovative approaches have been appropriate vehicles for displays of these missing children.

As the sponsor of the original Missing Children Act, I have chaired a number of hearings to review the progress we are making in responding to the plight of missing children. At our most recent hearing on May 23rd of this year, we reviewed the progress made regarding federal, state and private efforts to locate and return missing children. One of the issues addressed was appropriate vehicles for display of a picture and information regarding a missing child. Not every vehicle is appropriate to display a picture of a missing child. For example, there were questions raised regarding the appropriateness of a missing childs picture being displayed on a wine bottle or a package of cut-up chicken parts. I am sure that these businesses meant well but we must protect the integrity of the missing children program and the feelings of the distraught parents of these missing children. I recommend that Congress go through the same procedure as other businesses, corporations and organizations do in displaying these pictures. We should submit an application describing the anticipated uses of the pictures and work closely with the National Center on Missing and Exploited Children to ensure that parents have signed release forms for the display of each child's picture that is selected for distribution each month.

Second, I do not regard the issue of missing children as a fad. Unfortunately, it's not an issue that you can walk away from after you enact legislation. Because legislation isn't the total solution to this problem. Much of the work on missing children is long, tedious, and painstaking. It takes a lot of posters and lots of pictures dis-

played nationwide to achieve the phone calls and messages that may or may not result in the location of a missing child. I don't consider this legislation a gimmick or a fad. I think it is a very serious effort on behalf of Congress to show our concern and commitment in behalf of missing children. I am inserting a picture and information about Regina Armstrong in the mail I am sending today.

Who can say that this legislation if enacted and implemented will not result in the location of missing children. We have seen it happen. We have examples of teachers that recognized a student on the roll-call of children after the televised showing of ADAM. We have examples of runaways who called home after they saw their picture in a magazine article. One young runaway saw her picture on a pizza box and decided that if her mother was going to that much trouble, maybe she really did love her after all. I personally received a phone call from a young missing child who saw his picture displayed and wouldn't talk to anyone but Jay Howell at the National Center for Missing and Abducted Children or the Senator he saw portrayed on T.V. He was the victim of a parental kidnapping and he had been told his mother didn't want him or love him anymore. I can't tell you how many children will be located and safely returned because of this legislation, but I think you will agree that its worth it if even one child is located and safely returned.

Mr. Chairman, I urge you and your House colleagues to give quick and favorable consideration to this legislation.

STATEMENT OF SENATOR HOWARD M. METZENBAUM, A U.S. SENATOR FROM THE STATE OF OHIO

Mr. Chairman, I commend you for scheduling so expeditiously today's hearing on S. 1195, the Missing Children Location Act.

I introduced this measure in the Senate on May 22, with the cosponsorship of Senators Hawkins, Roth, Dole, Eagleton, Specter, Simon, McConnell, Bumpers, Denton, Biden, Helms, Gore, Hatch, Ford, Bradley, Moynihan, Dixon, and Dodd.

And that same day, after Senators Roth and Eagleton—Chairman and Ranking Member of the Government Affairs Committee—waived jurisdiction, the measure passed by unanimous consent.

Mr. Chairman, in all my years in the United States Senate, I have never seen such unanimity and cooperation on a substantive piece of legislation as we had on this measure.

In the 96th Congress we enacted the "Parental Kidnapping Prevention Act of 1980," mandating that full faith and credit be given to prior custody orders of state courts;

In the 97th Congress we passed the "Missing Children Act" to require the Attorney General to collect information that assists in the identification and location of missing children; and

In the last Congress we passed the 'Missing Children's Assistance Act" to establish the national Center for Missing and Exploited Children.

These are major efforts aimed at confronting a national tragedy. But there is much more that needs to be accomplished.

It is hard to imagine anything more tragic than the disappearance of a young child. Yet it happens with frustrating regularity.

According to the National Center for Missing and Exploited Children, as many as 1.5 million children disappear each year; that means more than 500 children a day.

Some are runaways.

Some are taken by parents who have been denied custody by the courts.

4,000 to 20,000 a year are abducted by unknown persons.

These children come from small towns in rural America, and from our largest cities. They are from all races and ethnic backgrounds. They grow up in upper class neighborhoods, in the suburbs, and in the inner cities.

At last, states and localities have begun to fight back:

Some are automating their missing person files and they are fingerprinting and videotaping children.

In New York, the Thruway Authority has begun distributing pictures of missing children with their toll tickets. And soon its 27 service areas will display posters of missing children.

Private companies are also contributing to this effort:

Dairies are printing pictures of missing children on milk containers;

Grocery bags bear their likenesses;

Utility companies are including such pictures and biographies with their monthly bills;

Local and cable newscasts regularly include a picture of a missing child;

Faces of missing children are flashed 32 times a day on the electronic times square billboard.

Mr. Chairman, their efforts have proven successful.

After NBC aired pictures of 51 missing children, 11 were found.

In California a picture on a milk carton brought home a runaway girl.

Telephone calls to the National Center for Missing and Exploited Children have more than doubled.

Mr. Chairman, the private sector should be complimented for its efforts in attacking the problem of missing children. These efforts demonstrate beyond any doubt that the distribution of pictures of missing children is an effective weapon.

But I think that we in Congress can and should do even more. We should follow the example set by the private sector. And that is the purpose behind S. 1195.

This measure requires 50% of all federal agency mail and 75% of all Congressional mail to include a picture and biography of a missing child. It does not provide any additional money for such activity because there is little if any expense involved.

According to the Government Printing Office, the cost of adding a picture to the front of an envelope will be between $4 and $5 dollars for every printing run made. That means that if an agency prints 500 or 5,000 or 50,000 envelopes the total additional cost would be no more than $5.

Alternatively, it is possible to enclose a card containing the required information, or to print the information on the face of a document already being copied in quantities. For example, in the Senate, the 75% requirement would be satisfied by merely printing a picture of a missing child on all newsletters sent by members.

In no case would the costs be substantial.

S. 1195 will be the first national effort to distribute pictures of missing children. It will enable millions of Americans to join the search for missing children.

I hope that the committee agrees that this legislation should remain flexible as to the manner in which Congressional offices and federal agencies can comply with it. And I hope that you will agree that no additional funds need be appropriated. However, I would like to offer a few suggested changes for the committee to consider.

First, I suggest that the National Center for Missing and Exploited Children be identified as the source for all pictures and biographies. While there are many organizations throughout the country that assist in the location of missing children, I believe that the National Center should be the coordinating agency.

Already, the National Center is mandated by Congress to serve as a clearinghouse providing resources to assist in the recovery of missing children.

It has a proven track record.

Its professional staff has provided training to law enforcement officials throughout the country, educational materials for schools, a toll-free hotline, and many other services. It coordinates many of the private efforts at distributing pictures of missing children.

Since it opened its doors in 1984, the National Center has assisted in the return of 870 missing children.

I believe that the protocol for compilation and distribution of pictures established by the National Center should be followed by the federal government.

I ask unanimous consent that a copy of the protocol be inserted at this point in the record.

Secondly, I recommend that the franking statute (Section 3210 of Title 39 of the United States Code) be amended to permit the printing of pictures of missing children on franked envelopes. I believe that many Senators will want to have their envelopes printed with pictures of missing children. I am certain that most, if not all, members of Congress will want to use their newsletters for this purpose.

The bill as drafted is ambiguous as to whether such printing is permissible. Of course if a Congressional office desires to use this method of portraying a picture it would have to comply with the National Center's protocol that the anticipated shelf-life not exceed three months.

Finally, I suggest that intraoffice and intragency mail and mail originating or destined overseas be exempt from the bill's provisions.

Mr. Chairman, if this bill returns only one child, if it provides as answer to just one family, it will be worth the effort.

But I believe that it will do even more. I believe that it will return many children, and it will certainly increase the awareness of Americans about a tragic national problem.

I stand ready to work with the Chairman and the members of this committee to seek expeditious enactment of S. 1195 into law.

Mr. McCLOSKEY. Thank you, Senator, for a very powerful statement.

Mr. Young.

Mr. YOUNG. Thank you, Senator; thank you, Mr. Chairman.

I have only a couple questions. In the bill, Senator, it requires a percentage.

Senator HAWKINS. I think 75 percent of all mail—is that the right bill?

Mr. YOUNG. Seventy-five percent congressional and 50 percent for executive.

Senator HAWKINS. That is more suitable.

Mr. YOUNG. The only question I have there, is once you put that in law there are a lot of mechanical challenges in this legislation. I think the intent is great. I think the intent of it should be done but to require a percentage and as you mentioned before, I think what should be done in the bill is to give you the right, I question the Ethics Committee doing that and I am on the House side and you are on the Senate side, but I don't think they have a right to tell you you cannot.

Senator HAWKINS. That is right.

Mr. YOUNG. Personally if you feel that strongly about it I would go ahead and do it and let them challenge you. It would be the greatest challenge in history.

I think there should be a way to look at this where there are safeguards and we go through the Missing Children's Bureau somehow, and you say safeguards, I don't want to go too far of being safe on the other side but when you require a percentage you are creating another law that probably could give us some real problems.

Senator HAWKINS. We may have to determine it by hindsight, 50 percent of all the mail we just mailed may be hindsight. I don't know they would be able to determine 50 percent of our total number until we tell how much we are going to mail.

I have talked this over with Senator Metzenbaum who came up with the idea. We think it is fitting to have a missing child's picture on the AG's envelope for the Justice Department. I am looking for children's justice. I would love that on there.

Defense Department, well, that's an appropriate place for the pictures too. You see the pictures sit around and corporate leaders become involved, probably the Defense Department writes to large defense contractors. We labored hard and long over the Administration's mail. That is kind of their responsibility. Congressional mail? I have no problem with 75 percent of the congressional mail. I think that is fine.

I think it should be all the mail but maybe that could be the part that you would like to put in your legislation. We did have a problem and I will tell you up front, on the Senate side with the inserting, mandating what is inserted an envelope. That gets into all kinds of things, so that the insertion of it inside is a problem, I don't know exactly why they have so much objection to that but we did run into a buzz saw.

I prefer it on the envelope because everyone sees it as they pick up the letter and see it first. If you are used to picking up the utility bill and seeing everything inserted in there, everything in Amer-

ican Express, in VISA, everything that can be stuffed in there except the bill you can find. So we do that with utility bills for missing children, also.

When it comes to me telling you what you have to put inside the envelope I think that is where we run into trouble. But, on the exterior I think it is appropriate. I am happy with 75 percent. I would like it higher if we don't mandate a percentage of the administrations'.

Mr. YOUNG. Senator, would it be simpler to give you the right to go ahead and do it? Don't you think we would all do it?

Senator HAWKINS. No, I do not. I worked on missing children since 1981 and I John Walsh will be a great witness to tell you the resistance we met with the Members on this side of the aisle who did not want to have one thing to do with children and will be very happy with John and I going outside and talking about this subject to somebody else. It is still there.

You are the exception.

Mr. YOUNG. What happens—I am just being an advocate here—how do we prove the 75 percent of it is, or have this. Where is the safeguard? I say I have 75—100 percent maybe and someone comes back and said you are not doing that, how do we prove we didn't?

Senator HAWKINS. You would have to compensate if you did less this month than you should have, you would make that up. That is why we didn't say 100 percent. I think you are in a lot of trouble if you say 100 percent. At least half, you can change it to say at least half.

Mr. YOUNG. Who is the watchdog, is what I am asking. How do we—I am trying to help.

Senator HAWKINS. The man who tells me how many letters I send is a pretty good watchdog. He tells me how many, I don't know if you are restricted by paper. Are you?

Mr. YOUNG. No.

Senator HAWKINS. On this side?

Mr. YOUNG. No.

Senator HAWKINS. They count my paper on my side. Counts against my allocation. If I go one sheet over I have to pay for it. So obviously someone is counting my paper. He can tell me when 50 percent is printed. You have an allocation on our side. It may be different here.

Mr. YOUNG. It is a little different on the House side. What I am looking for, I can just see what is coming down the road, if I say I am putting out 75 percent of my mail with the pictures on it of missing children, by the way I think it would be helpful in the sense I am not thinking of just my district because we have had cases where kids come into the State from outside the State.

That is a real worthy goal. But I would like to know who is going to watch to make sure that those pictures and how do I defend myself as a public official from a charge of someone saying you have not met that quota?

Senator HAWKINS. How many newsletters did you send last year or do you know how many——

Mr. YOUNG. The newsletters are easy because that goes through the House printer, no problem. We can verify that through the

House printer. But the daily mail, how and who checks to make sure that that amount is done? Will we do it on our word or what?

Senator HAWKINS. I don't think you should get all tangled up in legalities. You may be a lawyer but I must tell you if you say at least 50 percent, I think you have some escape clause. I get a report every day of how many letters I get, how many letters we send out. So I could know that if we sent out 956 letters yesterday mailed from my office, I can say that we need to have 50 percent of those having the child's picture, use the plate that has the child picture on the plate.

I have discussed this with the printer. There is a $5 charge per child which we would use, my request is to use that 30 days like Greyhound is and the next 30 days use another photo. You may have to come back and use the child's picture again. We now are using pictures of a little girl in Florida who has been gone 4 years and we had an artist update that photo, and there are cases of, on the basis of an artist's updated sketch, we have found them and they look exactly like the artist had portrayed. With maybe the exception of glasses.

So I can only speak for this Senator, I know how much mail I send every day and how much I get every day. The mailing room knows how much I mail when it comes to paper.

Mr. YOUNG. Thank you.

Mr. MCCLOSKEY. Thank you, Mr. Young.

In a moment I would like to ask you several questions and a few others besides, along the lines of Mr. Young's. But first of all, as to your general impression or policy, in the reading I have done on this in recent weeks I know there is some feeling out there, and I think you have alluded to it, that this issue is perhaps hyped too much by the media, that it is not as grave a national problem as you and others believe.

We have read that at least 20,000 young people are abducted by strangers a year, maybe up to 50,000; on the other hand, I have seen in print, figures as low as 60 or 100 yearly representing actual forced abductions and so forth by strangers. Could you comment on that?

Senator HAWKINS. We don't know how many. We have a guesstimate. In a State that mandates reporting to the NCIC by State law in compliance with the Missing Children Act which we passed, it was my legislation, where we mandated it be put in the NCIC, we think reports of missing children is pretty accurate. In Florida we have such a State law.

But only five States passed the law that mandates it. Mr. Walsh will be a very good witness for you to ask what the probability of other States are. We have several examples of a child who was kidnaped, taken to the woods, raped, her throat cut because she screamed and he told her not to scream, she was a 12-year-old child as I recall, was back in 9 hours.

He left her for dead. She did not die. She came back after 9 hours of that kind of treatment and she was never reported missing. She was never reported missing. The police don't like to report them unless they are gone a long time. If you have a law that mandates they have to be in there within 24 hours, you are going to get a lot more reporting. If you look at the graph and I will be happy

to supply it for you for the record, of States that have this State legislation and how much their reportings are versus a State that does not have the mandated reporting law, you will see a big difference, a real high number, because my missing children legislation merely, the first act in 1982 merely said the parents could verify if the local police had put it in.

We still met a lot of resistance to policemen saying the kid's going to be found in 2 days and we put it in and take it out, but it doesn't take long to do that. If it were mandated I could give you an accurate answer to your inquiry, but we cannot because it is kind of permissive by the reporting officer.

Mr. McCLOSKEY. Would you say the question of volume of crimes and offenses in this area is more toward the tens of thousands than several dozen?

Senator HAWKINS. I think there were 16,000 missing children in California alone last year.

Mr. McCLOSKEY. Of course then you get to the question of runaways.

Senator HAWKINS. Runaways are kids we need to find. They are running away from something bad or they are going to get into something bad when they get off the bus in the big city. That is why displays in the bus station is a good idea. When we first started this a lot of people said they are just running away, but we cannot raise kids in the streets, they go into drugs, pornography, and so on.

Mr. McCLOSKEY. I just want to get your opinion on the numbers.

Senator HAWKINS. I think it is higher than any of us know.

Mr. McCLOSKEY. Back along the lines of what Mr. Young was asking about, since there is really not much in the way of a Senate record on this, do you recall how the figures were arrived at as far as 75 percent of congressional mail and 50 percent of Federal agency mail?

Senator HAWKINS. Any time I see those numbers I know it was negotiated.

But Senator Metzenbaum would be happy to supply it for the record. I will speak for him and he is not here.

Mr. McCLOSKEY. From the figures I recall, applying those percentages of photographs and biographies to the congressional and Federal mail generally would probably result in almost 2 billion such mailings yearly. Would you be open to the idea of a lesser percentage of mail—say at least 20 percent? Is there any reason for 50 or 75?

Senator HAWKINS. I think that would get to the problem of Mr. Young; I don't want to do the math on it. If I could do half, and I don't agree with the larger number, I don't think it would be in the billions. But I have read with great interest how much we all spend. It has been the subject of a lot of editorials and comments. It will be in your reelection, it will be in mine, how much we spend mailing information to our constituents.

I feel that you could do no greater service than to say that we put these pictures on. Every time we run an ad on the television movie regarding Adam Walsh, his disappearance and subsequent murder and the fight to pass this legislation, every time we show

these there is a lot of stir and you get involved emotionally of who you show on that brief 2 seconds on TV.

But every time we show it, we find children. It is phenomenal. We change those pictures and find them again. So it is worth it. I say a printed picture, I can take home and look at the whole time instead of what was that picture on television, the printed photo is the most important thing we can do. And to have it uniformly the same through for the same children nationwide would be fantastic.

Mr. MCCLOSKEY. We received some informal comments doing background on this, Senator, that some of the types of paper the Federal Government uses, for example, with IRS checks and so forth, would be very difficult or impossible to reproduce photographs on. Would you have any opinion?

Senator HAWKINS. They put it on grocery bags.

Mr. MCCLOSKEY. Would a sketch——

Senator HAWKINS. They put it on grocery bags.

Mr. MCCLOSKEY. Could a sketch work?

Senator HAWKINS. Sketches work if it is projected growth. The actual picture reproduces even on kraft paper that makes up grocery bags, and that is about as crude—as rough a product. As I recall, IRS mails you in a brown envelope with the window. The veterans' probably is white now. I am trying to remember the mail we get. It would reproduce excellently on the white; on the brown it is OK. It is a pretty fine quality paper. There is nothing cheap about this Government.

Mr. MCCLOSKEY. So you definitely lean against sketches?

Senator HAWKINS. Sure. But you can make a cut of a picture, absolutely. If you have a picture, we can make the mat. It is part of the missing-kids kit we ask each person to keep in a file of their own kid, a picture taken each 6 months until they are 9. Half the time the pictures are crude and they don't help; it doesn't reproduce. We ask it to be in color and in black and white as well and that the parents keep it in their file, like Regina, so we can have other photographs except this one.

Mr. MCCLOSKEY. What is your personal opinion on the efficacy of inserts; and then if you could comment on the reasons why some of your colleagues were so disposed against that idea?

Senator HAWKINS. Probably it is the Postmaster that started it. I don't want to lay it at his door, but I think there is some rule they were telling me about, "I cannot tell you what to put in." As a public service commissioner for the State of Florida for 8 years, I tried to tell the utilities what they could put in because we only regulated monopolies—electric, gas, transportation, et cetera. And the people became wary of trying to find their bill and paying it because they would put so many inserts in and if they didn't see it they cut it off.

It is important to see the bill.

I always lost that argument because the lawyers would say that we cannot tell anybody what they put in any of their mail as long as they pay the postage. I thought it was unique in Florida that the ratepayers were paying it. So when it comes to an insertion, Howard waged that argument well, Howard Metzenbaum. I feel it is more effective on the exterior because I don't know how long you let your mail stack up at your house, but I am gone a week at a

time and go home Friday and my mail is standing at my residence in a week's time, and I may never open it.

I may give it to somebody else to open. I look at it on the exterior. I am told we run into serious legal arguments if I tell you you must put it inside your letter.

Mr. McCLOSKEY. Thank you very much, Senator.

I don't have any other questions. Mr. Young?

Mr. YOUNG. No.

Mr. McCLOSKEY. Thank you so much for being here.

Senator HAWKINS. Thank you.

Mr. McCLOSKEY. We will go to Mr. Walsh next, since we have learned that he has a flight connection to make before too many minutes.

Thank you for being here, Mr. Walsh.

STATEMENT OF JOHN WALSH, CONSULTANT, NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN

Mr. WALSH. Thank you very much. I thank you for giving me the opportunity to speak today. I wish more of your colleagues were here, but I thank Mr. Young for coming.

I would like to thank Senator Metzenbaum, for the record, and Senator Hawkins. Senator Metzenbaum, a Democrat, and Senator Hawkins, a Republican, I think being long-time child advocates, they are a true example of bipartisan politics, that this is not a partisan issue. Finding missing children is something that people of all parties should become involved in.

When my son Adam was abducted in 1981 and we were looking for Adam, I had a lot more resources than the average citizen, maybe more than some of the colleagues that you have here in Congress. I owned my own business and I had my own WATS lines and my own office staff. In the first 2 weeks that Adam was missing, the first day he was missing I found out that 11 of the 27 police agencies in my county did not know Adam Walsh was missing. I demanded a list of all the police agencies in the State of Florida, was given it, and my office staff called every one of the police agencies.

In the matter of 3½ days, my office staff came back and said in most instances, we couldn't even get an officer on the phone. The best we could get was a dispatcher, but, "John, we hate to tell you but 80 percent of the police agencies in the State of Florida, even though your son has been missing 3 days, do not know he is missing."

Our county coroner came in and said you must consider the fact that Adam might be dead. I said no. I was a naive parent 4 years ago. I have been over the country and in a different State regularly, yesterday I testified before the New Jersey Legislature. But he said, "We don't have a system to put together exchange of information between coroners on unidentified dead. We bury 4,000 to 5,000 in this country each year and if Adam is dead somewhere in this country, you may never know.

"In the county morgue right now in Florida at this time, I have 14 unidentified dead, including four adolescent girls. Whether run-

aways or not, I am mandated by law to bury them because I have had them 6 months, and I know someone is still looking for them."

That was a pretty harsh reality 4 years ago for a parent who has thought that they were the American ideal, the American dream. I was an all-American soccer player in college, went to private schools, partner in a business firm building the dream of a lifetime, a $34 million hotel in the Bahamas and thinking I have this beautiful, articulate, blond little boy and I have achieved the American ideal. It was a harsh reality to realize this great country did not have a system to exchange information on unidentified dead, a country that can launch a $17 billion space shuttle program—and I visited the Houston space shuttle where they tracked the growth of toenails of the astronauts as they circled the globe.

But we are burying unidentified adults and children all over the country.

We have accomplished some things in those 4 years. Yes, we passed the missing children's bill, which took 18 months to get through Congress to set up an unidentified dead file. Yes, we have passed the missing children's assistance bill that mandated opening of the National Center for Missing and Exploited Children. That Center gets a thousand phone calls on some days. I am a special adviser to that National Center. We have a staff of 35 people, some of them working as many as 200 cases each.

After the third airing of "Adam" we received 7,000 phone calls relating to missing children. Those are some of the small accomplishments we have made on the Federal level in the last 4 years.

But as Senator Hawkins said, it has not translated down to the State level. Only 10 houses have mandated State clearinghouses to take reports of missing children immediately. I have been in State after State after State. Of the 27 children murdered in Atlanta, the first 17 were listed as runaways because they were black, because they were poverty level, by the police of Atlanta.

In Chicago, John Gacey killed 33 boys, one of them the son of Sgt. Robert Gilroy of the Chicago police. Because his son was 16, although an all-American football player and straight A student, he couldn't convince his own peers that his son was not a runaway. That boy's body laid in Gacey's basement four blocks from Sergeant Gilroy's house for 4 years before they unearthed those bodies. And Sergeant Gilroy had borrowed money and searched the country looking for his son.

We have not been able to see how many there are. Many, many have been murdered and listed by police as runaways. Darrell Gates, the chief of police at the Los Angeles Police Department, the largest uniformed police department in the country, wrote; in a letter, that I testified before the Senate on, that he opposes the missing children's bill in the State of California; that he waits 24 hours to take the report of a missing child. They only institute a search if the child is under 11—God forbid if it is your 12-year-old daughter in the city of Los Angeles and they are too overworked and underpaid to list what they felt might be about 16,000 missing children in the State of California last year, that they didn't have the time to take a 20-minute report and enter it in the national crime information computer.

It takes 15 seconds to punch that computer. I told Judge Webster that of the FBI, and he found the State of California took the time to enter 16,135 stolen car reports in the month of March in 1985 this year. But they won't give the dignity to the parent of a missing child whatever the circumstances, whether it is your 16-year-old daughter or 6-month-old baby, to list all missing children in the NCIC.

So we will never know. Paula makes a good argument about those children kidnaped for 4 or 5 hours and molested by the schoolbus driver. If it was your daughter, Mr. McCloskey, and you were waiting for her and she didn't come home for 4 hours and after that time she came home with bloody underpants and she had been raped, was she a missing child? Damn well she was. Was she raped, taken by someone, yes.

But the media and everybody in Congress, particularly on this side of Congress, seem to think that the child has to be missing for at least 2 weeks, 6 months, 8 years, and be beheaded like my son was to be classified legitimately as a missing child. There are lots of children out there. Thirty percent of the runaway children on the streets in this country are throwaways, thrown out of the home by drug-abusing or alcohol-abusing parents who don't want them.

Eighty-five percent of the kids out on the streets are legitimate runaways, or are running from physical or sexual abuse. Thirty percent are throwaways. The only person they loved said I don't want you any more. Get out on the streets.

Imagine yourself on the streets of District of Columbia tonight without your checkbook or credit card or any money. Imagine if you are 11 or 12 years old in that situation.

Anyway, until the State legislation catches up and we can find and fight the battle of missing children with meaningful laws and legislation passed on their behalf on the State level, and President Reagan made that call to action in the third hearing of Adam, that what we accomplished hasn't translated to the State level.

What do we do? What have we been doing? Paula mentioned the private sector. Yes, the private sector has come to the aid of missing children and their hurt, and they are helping. But the search for missing children by the private sector are very fragmented. Are we seeing too much of pictures of missing children? No. Just ask any parent of a missing child if there are too many pictures out there.

I wish I could have brought 50 or 60 parents with me and you ask them if there are too many pictures, as some media say, or that it is too much hype and overplayed.

Are they everywhere? No, they are not everywhere. Certainly K-Mart displays pictures of missing children somewhere, certainly they are on grocery bags in some States, certainly they are on milk cartons, but they are not nationwide. This is a big country. I have been in every State in the last 4 years, I can tell you how big this country is.

Pictures of missing children are not in every State. People still don't want to deal with this problem. They don't want to think it could happen to them. The tendency of most Americans is to turn their head in disgust. It is tough stuff. I went through it. It is a

nightmare but this is the only way we have been retrieving children, through the pictures of missing children.

The police don't find them. Citizens find them. That is who finds children. Do the pictures work? Yes, they work. In the three airings of "Adam" aired three times on NBC in that short 2-minute rollcall at the end we have found 39 children alive and eliminated 3 more that were murdered; one was the skull of a little girl dragged into a back yard. We have not found the body. Fortunately the parents had dental records. Was Christie Lynn Menks from Mesquit, TX, misidentified lying in a morgue in Texas, although an autopsy was performed.

The police officer and the doctor who performed the autopsy said she was a little boy. We put up such a stink about it we said don't bury that body. Pull it out of that refrigerator one more time.

They said we have made a fatal mistake. It is a little girl.

We are back to square one in some States as relates to the problem of missing and exploited children. State Congressman Gray Davis of the California Legislature, when he put children's pictures on grocery bags in California, four children were found within the first 3 months, but that is only one State.

We need these pictures on a nationwide basis. It has been a very bad week particularly for me. The little Acromin girl 6 years old from Illinois abducted 2 weeks ago, her parents had dental charts, fingerprints, even a video of the little girl. Her picture didn't get disseminated in time. We found her body 3 days ago 20 miles from her home.

Paul, talked about Regina Mae Armstrong. I will hold up her picture again so you can get a good look at what a beautiful little girl this 6 year old girl is here. I have been spending the last week on the phone with these parents, her sobbing father, me reliving it again of what happened to me 4 years ago.

The National Center has contacted them, yes, but the National Center cannot look for Regina. There are 35 beleaguered people over there trying to answer the phone. The Florida Clearinghouse, yes, Regina Armstrong is in the clearinghouse but the likelihood she is somewhere else in another State is very likely.

The Orlando police, sure they are doing everything they can to search for Regina Mae Armstrong, but we found children's bodies from Florida to Alaska, we found a little girl alive in Alaska, 4 years old. We put her picture on the nightly news, couldn't find out who she belonged to for 3 weeks because the couple we thought might belong to that little girl didn't have dental charts or fingerprints.

We found children in Alaska, Rhode Island, how do we get the pictures to every State? I was just recently in Missouri and Kansas battling with the attorney generals and legislature to start clearinghouses. I was asked to spend the afternoon with a little girl, this was the little girl that Senator Hawkins had mentioned and I will be through in a minute, Mr. McCloskey, I have about 3 more minutes. I know the expediency here.

I spent the afternoon with that little girl, I was asked to by the law enforcement. It is the girl that Senator Hawkins mentioned. She had been abducted 2 years ago, she had been thrown into a car, her face caught on the gearshift nob and split her mouth open.

The man not only took her into the field, he not only raped her and molested her horribly, he split her throat ear to ear, and I sat and looked at this little girl 2 weeks ago at those scars around her neck, I couldn't help wondering what the rest of her life was going to be like and she said, I want to talk to you, Mr. Walsh, I know you battle for children's rights. I want to tell you what happened to me.

I said I really don't think it is important that I hear it but if you want to tell me. She said I only want to make one point, when the man took me I cried terribly after he split my mouth open. She said he told me not to cry or I will kill you. She said I couldn't stop crying. She said what could I do? I was scared to death. I am just a kid. He was an adult. He was a big man. I am just a kid.

That is the question here today. What can they do? What can those children do? Sometimes not very much.

It is adults who prey upon children and it is up to adults, you and I, Mr. McCloskey, Mr. Young, it is our job to protect those children.

In many cases we have not done a good job. This putting the pictures of children on Federal mail may only be reactive. It may only be a reactive measure but it is a chance that these children may be seen. But most of all, it would be a statement to the American public that Congress really does care, and does react to the problem of missing children.

It would be truly the first nationwide effort in every State in this big country to display pictures of missing children, these children, and whatever it takes to get them on the Federal mail and this I think is my 25th testimony before this Congress and I know the bureaucracy here and I know what goes on and I know how long it takes, whatever it takes you can do it.

I know that. I have sat in conferences, I have sat in committees and worked with many of your staffs, we have worked out problem after problem to get to the basis of this. The fact is these are lost American citizens held hostage just like the adult citizens being held in Beirut today, they are being held hostage somewhere in this country, these are American citizens.

And in many, many ways I have learned in the last 4 years the fate of these small people is in your hands. It took 2 hours to pass this bill in the U.S. Senate with 97 cosponsor, but it took 18 months to get the missing children's bill through the House of Representatives. I came over here 15 times from Florida at my own expense to talk to every Member I could of the 435 Members here and every staffer to plead for the missing children's bill, 18 months to establish an unidentified dead file in this country. During that time, no one knows how many unidentified dead were buried and how many parents are searching now and will search forever, never knowing that their child is buried in an unmarked grave somewhere.

This may seem, of putting of children on the mail, may seem far removed from the drama of the hostage crisis in the news today or the hustle and bustle of Washington power policies and I have lived it for 4 years up here.

But please, remember that there is a little girl from Orlando, FL, who might be anywhere in this country right now hoping that

someone might see her picture and know she is missing and maybe take her home.

I thank you for the opportunity.

Mr. McCLOSKEY. Thank you very much for a very convincing, compelling and dramatic statement.

Mr. Young and I would both like to talk to you somewhat further, if your schedule will allow. Those buzzers going off mean we have to go over and vote on a fairly important segment of the defense bill.

If you could be here in 15, 16 minutes, we will be right back, sir.

[Recess.]

Mr. McCLOSKEY. We will resume.

We are not in a bind for time at all, but I know you are. I know you heard the questions to Senator Hawkins, and so forth. I would like to focus on how to make it work, some of the how-can-do questions that come up, along the lines of who decides on the pictures and biographies, how are we going to ensure that they are timely retrieved from being mailed in the event there is a find, so forth.

I am sure you have a great background and I would like your comments.

Mr. WALSH. I appreciate that opportunity to comment and I know that there are legitimate concerns with this bill. I know a bill passed in haste may come back to haunt you.

No. 1, the question of mandating, that it be put on congressional mail. I know there is arbitration for the percentage. Whether it be 50 or 40 or 30 percent, I feel that it should be law and should be mandated for this reason.

There may be a Congressman coming here to the House in 8 years that has been elected who is not even aware of the problem of missing children, and may decide not to put pictures on his mail and there may not be a recent case or a Jay Howell or a John Walsh at that time to keep it in focus here.

I am a great believer of learning that law can change things and will benefit small people by mandating that there be certain things. Checking on whether 50 percent of your mail goes out or not, there is no physical way of doing that.

I don't think there would be anyone that would bring it to bear, Mr. Young, particularly, 4 years from now saying, Mr. Young, you are up here before a congressional investigation committee because you only put 48 percent of your mail with missing children pictures on.

I know you have a lot more to do up here than to call a Congressman in to bear. Well, I think that can be worked out.

The National Center for Missing and Exploited Children can supply the pictures of legitimately missing, it is a concern. There are children involved in custody battles where the parents are not divorced, children where the parents were never married.

The National Center distributes the pictures to ABC, NBC, CBS, and others by making sure they are verifiably missing, meaning there is a police, a felony warrant in many cases, and I am sure Mr. Howell can tell you how to work out the details.

They are here in Washington and could bring the pictures by mail to wherever you want them to be printed on the envelopes. Some children might be retrieved in the interim and certainly the

National Center would probably be able to alert Congress or Members of Congress by a bulletin or a mail.

I know there are 435 Members of the House and 100 in the Senate. That is not a major mailing to say this child was located.

I know, we had talked about it in the Senate. It would cost $5 to imprint your mail with that picture of a missing child, and I would urge each Congressman not only to use pictures of missing children from their State—the likelihood those children are in other States is very likely—and I would urge them to exchange.

OK. I am from Iowa. I will show one from Iowa, and if you show five from other States—whatever the rotation might be. You could make that on a voluntary basis.

I don't think there is a Congressman who says I only want children from Florida or California. The National Center could make available this month's 10 children or this month's 15 children.

It can be physically worked out. The National Center is very, very professional as relating to who is a verifiably missing child, and that entity was created by yourselves, by Federal law and exists here in Washington, and when a Congressman only puts one picture or someone like yourselves would probably cover their letter with it.

People are now taking the grocery bags and clipping them and putting them on their refrigerators and they are finding children in schools, noncustodial parental abductions in particular.

The picture is much better than a flash on the evening news, and it technically can be worked out. The percentages I don't think are important. When you say 20 or 30 percent, as long as you mandate that some percentage of the mail be distributed, missing children pictures and once every Congressman, Justice, and the IRS are aware of that, that they will do it.

Law enforcement must take a report of a missing children and immediately enter it into the NCIC, they are doing it. They say, Mr. McCloskey, it is your 15-year-old daughter with her boyfriend, they must do it, so we know the power of the mandate.

Those concerns can be overcome. I don't mean to sound facetious and I don't, I know when they thought about putting a man on the Moon, a lot of people said it couldn't be done.

We worked it out, and we got a man on the Moon. I am sure this committee and the U.S. Congress can work out how to get pictures of missing children on their mail.

Mr. MCCLOSKEY. Thank you.

One other question. Do you see the congressional offices, particularly, and other Federal offices having some discretion on this, in effect, they could pick their priority for that month, or should it be pretty much a national format for all Members of the Congress coming monthly or whatever from the National Center?

Mr. WALSH. I don't know the particular answer to that. I know how busy Congressman are, because I spend a lot of time with them and for those who would like it formatted for them, the National Center could say, these are the latest pictures this month, but there are some Congressmen that are pretty zealous advocates who might say I want 10 or 30 on the envelope or whatever.

You can put a minimum and a monthly rollcall or 6 months update, or whatever Mr. Howell says. He could answer that question better than myself.

Good legislation has some mandates in it and has some leeways, to give Members of Congress a little bit of leeway. That might be not the answer you are looking for but that could be worked out.

Mr. MCCLOSKEY. Your informal testimony has been very helpful, Mr. Walsh, and I appreciate it very much.

Mr. WALSH. I thank you for having the hearings and I know that you wanted to do this expediently and I know the promise was given by your office and Congressman Ford's office, who I met with, that they will deal with this expediently and it will not drag.

Being a parent of a murdered and missing child, time is of the essence. I thank you for the opportunity to testify.

Mr. MCCLOSKEY. I am very confident we will have significant legislation, so thank you so much, Mr. Walsh.

Mr. WALSH. Thank you.

Mr. MCCLOSKEY. We will now hear from Hon. Jo-Anne Coe, Secretary of the Senate.

Mrs. Coe.

STATEMENT OF HON. JO-ANNE COE, SECRETARY OF THE SENATE

Ms. COE. Thank you, Mr. Chairman. I appreciate the opportunity to be here to testify and present my views on this measure. I want to say at the outset I don't think there is one among us who fails to sympathize with the purpose of this bill.

Of course, I am fully supportive of any effort that might reunite these children with their loved ones, but nevertheless, I believe that the bill in its present form does require further deliberation and clarification.

With your permission, I would like to summarize my statement and ask that the entire written statement which I provided be included in the record.

My brief comments will pertain only to that portion of the bill which would require that 75 percent of the Senate mail contain photographs and biographies of missing children.

First, I would like to emphasize that the bill's requirement that 75 percent of Senate mailings contain the photos and bios of missing children dictates that at least in the Senate newsletters must comprise the best, and in my belief the only, means of implementing the provisions of this bill. One reaches this conclusion after studying the type of mail that is generated in the Senate.

For example, in fiscal year 1984, the Government Printing Office printed approximately 57 million public document envelopes for both the House and the Senate. During this same period of time, the Senate Service Department printed approximately 283 million newsletters.

This, together with our town meeting notices and other mass mailings, represented 92 percent of all outgoing mail generated in the Senate.

The Senate Committee on Rules and Administration has recently authorized the use of postal patron mailings for Senate newsletters,

as you have available here in the House, and presumably the volume of mass mail will therefore increase accordingly.

It, therefore, follows that the best, and as I said, perhaps the only means of implementing the volume requirements specified by this measure is to mandate that all Senate newsletters will require the photograph and biography of a missing child.

Second, I would like to stress that the appropriate committee of jurisdiction should be charged with the implementation of this legislation.

As it is written at present, that responsibility is delegated to the Secretary of the Senate and I believe, therefore, that section 2 of the bill should be amended to provide that the Senate Committee on Rules and Administration and not the Secretary of the Senate shall be charged with the responsibility for implementing these provisions.

The committee already has jurisdiction over promulgating rules and regulations governing the use of mass mail in the Senate and it is appropriate and consistent for the committee to exercise its authority in this matter, as well.

Mr. Chairman, my written testimony elaborates on a number of other provisions where further clarification is in my opinion needed. I would be happy to review those points with you or answer any questions that you might have regarding what I have just enumerated but I would like to add that I am fully supportive of the two amendments to this bill which have been proposed by the chairman of the Senate Rules Committee.

[The statement of Ms. Coe follows:]

STATEMENT OF JO-ANNE COE, SECRETARY OF THE SENATE

Mr. CHAIRMAN, I appreciate the opportunity to appear before you today to present my views on S. 1195, which, if enacted, would require certain government mail to contain photographs and biographies of missing children.

I wish to state at the outset that I view the bill's intent in a very favorable light. I am fully supportive of any effort that can be made to reunite children with their families, and pledge to cooperate in every way in carrying out the purposes for which this legislation is intended. However, I believe that further deliberation must be given to this bill in its present form, and will address my comments only to that portion of the bill which would require 75 percent of Senate mail to contain photographs and biographies of missing children.

My first area of concern is the need for more specific definitions of certain passages of the bill. One such passage is the requirement that a fixed percentage of the Senate's "official mail" containing missing children information. The bill neither defines "official mail", nor specifies whether this requirement will be imposed just on mail sent outside of the Senate to constituents and other non-government recipients, or if it is to be levied on intra and inter-agency mail as well. In my opinion, this matter should be clarified in order to identify the printing requirements to be imposed on Senate Printing Services, the Service Department, the Computer Center, and the Government Printing Office.

Secondly, the bill fails to specify in what manner the missing children information is to be transmitted. For example, shall the photograph and the biographical material be printed on envelopes, may the requirement be met by having individual offices insert information into envelopes containing outgoing mail, or should all newsletters contain missing children information? I have some serious concerns if the intent was to print this information on Senate envelopes.

There are two sources available to the Senate where envelopes may be obtained: the Secretary of the Senate, and the Government Printing Office. Many Senators and committee preprint and store envelopes in offices and attic lockers until needed, posing a problem as to the timeliness of missing children information printed on the envelopes. This would result in dissemination of outdated information of questionable value. Therefore, the shelf life of these envelopes would be shortened substan-

tially, and there would result a risk in meeting the protocol of the National Center for Missing and Exploited Children requiring that the shelf life for printed public display information not exceed one month for non-custodial parental kidnapping cases and three months for stranger abduction cases. In an effort to distribute only the most current information, many envelopes would undoubtedly be unused and wastefully discarded, inevitably resulting in substantial increases in costs to the Senate.

Parenthetically, it should be noted that the bill specifically states that no additional funds will be appropriated to implement the administrative provisions of the measure. Having voluntarily imposed a 10 percent reduction in the FY 86 budget of the Secretary of the Senate, in order not to add further to the burden of the American taxpayer, I concur in this provision of the bill. However, I caution the committee that increased costs may be anticipated if we adopt this method, and urge further examination of the means by which this problem will be implemented.

It is also unclear if the intent of the legislation is to capture the widest geographical distribution of the information, the greatest numerical distribution, or a combination of the two. Therefore, the fixed 75 percent requirement is also deserving of further consideration. In fiscal year 1984, the Government Printing Office printed approximately 57 million Public Document envelopes for the House and the Senate. These envelopes were distributed throughout the country in unknown quantities to unspecified destinations. During the same period, however, the Senate Service Department printed approximately 283 million newsletters. This, together with town-meeting notices and other "mass mailings", represented 92 pecent of all outgoing mail generated in the Senate. The Senate Committee on Rules and Administration has recently authorized the use of postal patron mailings for Senate newsletters, and presumably the volume of mass mail will increase accordingly. It therefore appears that the best—and indeed perhaps the *only*—means of meeting the volume requirement is to mandate that all Senate newsletters contain the photograph and biography of a missing child.

It would also be helpful if the National Center for Missing and Exploited Children is directed to provide statistics regarding sightings and recoveries of missing children, resulting from the distribution of information through use of grocery bags, milk cartons and other similar on-going projects. Specifically, it would be helpful to know the locations of sightings and recoveries as they relate to the location from which the child originally disappeared or was abducted. This information would be helpful in determining how selections of names of individual children would be made. For example, it could be anticipated that individual Senators and Representatives—if given the opportunity to make these selections—might prefer to mail information regarding a missing child from his or her home state or district, when in fact statistics may demonstrate that the children are usually taken out of state and the vast majority of sightings and recoveries occur out-of-state. Therefore, it seems reasonable and appropriate to expect the National Center to make the determination as to which children's information will be distributed, when the material should be updated, and to provide camera-ready copy of photographs and biographies in order to hold additional costs to a minimum.

These are but a few example of the kinds of logistical problems we will have to resolve in preparing implementing regulations.

Finally, I believe Section (2) of the bill should be amended to provide that the Senate Committee on Rules and Administration—and not the Secretary of the Senate—shall be charged with the responsibility for implementing this legislation. The Committee currently has the responsibility for promulgating rules and regulations governing the use of mass mail in the Senate, and it is consistent and appropriate for the Committee to have jurisdiction in this matter as well.

In addition to the concerns expressed above, there may be a question as to the fankabilitiy of these mailings. 39 U.S.C. 3210(A)(5)(D) (the franked mail statute) authorizes the Senate Select Committee on Ethics to prescribe regulations necessary for Senators to comply with the provisions of the statute. Although Section 3210(f) provides for the inclusion of public service material in franked mailings, it is recommended that this matter also be referred to the Ethics Committee for a determination as to whether the missing children material is frankable. If necessary, the rules Committee and the Ethics Committee should be requested to draft legislation to amend the franking statute to accomodate this program.

In conclusion, Mr. Chairman, I would like to reiterate my general and enthusiastic support for any program which undertakes to expendite a reunion of these children with their loved ones. I am therefore hopeful that the concerns I have expressed previously regarding the implementation and administration of this pro-

gram can be addressed and resolved where necessary so that this project can go forward as soon as possible.

Mr. McCLOSKEY. Thank you, Mrs. Coe.

Your testimony is very forthright and clear, so we won't keep you too long. I would like to probe a little further as to your statement.

You state that given the volume, it should be newsletters only. That is a promising and appealing idea. Do you have any reason otherwise that it should not be on generally mailed franked envelopes or anything like that?

Mrs. COE. No. I think that there is some belief that perhaps that option should be made available to members, in addition to the newsletters. However, the 75 percent requirement cannot be met without including the newsletters.

Mr. McCLOSKEY. You would not disagree with previous statements that the 75 and 50 percent, 75 in the case of the Senate and the Congress——

Mrs. COE. I think that is fair.

Mr. McCLOSKEY. It could be modified.

Mrs. COE. I am sure it could.

Mr. McCLOSKEY. Thank you very much, Mrs. Coe.

Mr. Guthrie, the Clerk of the House.

STATEMENT OF HON. BENJAMIN GUTHRIE, CLERK OF THE HOUSE OF REPRESENTATIVES, ACCOMPANIED BY W. RAYMOND COLLEY, DEPUTY CLERK

Mr. GUTHRIE. Mr. Chairman, and members of the subcommittee, I have with me the Deputy Clerk of the House, Ray Colley.

I want to thank you for inviting me to appear at this hearing on the provisions of S. 1195, a bill to require that a portion of the congressional and other governmental mail include a photograph and biographical information on a missing child.

The objectives of S. 1195 are indeed meritorious and deserve the support of everyone affected. The problem of missing children is national in scope, and we in the Clerk's Office are ready and willing to assist in trying to locate such children. However, the implementation of S. 1195 as passed by the Senate will be difficult. I wish to raise some questions and offer some suggestions as this subcommittee seeks to develop a more workable piece of legislation.

The bill now provides that 90 days after enactment 75 percent of the official mail transmitted by the Senate and the House contain a photograph and biographical information on a missing child. The Secretary of the Senate and the Clerk of the House are directed to take such actions as are necessary to implement the provisions of this proposed act.

As Clerk of the House, I do not make policy regarding House mail or the use of their frank by House Members. This responsibility under law rests with the House's Commission on Mailing Standards, which has issued a comprehensive booklet that summarizes the basic law and the Commission's extensive regulations.

For example, in chapter 2 of the booklet entitled "Contents of Frankable Mail," section 4(a) concerning items in newsletters or news releases, the inclusion of biographical material on a constitu-

ent is specifically prohibited. Thus, a Member could not include such information on a missing child from his or her district unless these Commission regulations are amended.

I am sure there are other sections of the basic law and the accompanying regulations that need to be modified. The point I seek to make is simply that our House Commission could modify the existing requirements and has the expertise to ensure, as newsletters are reviewed for mailing by House Members, that each such mailing includes the required information.

The requirement that 75 percent of House mail include the missing child photograph and biographical information would be difficult to administer in the day-to-day mailing of individual Members, committees, and other House offices. However, newsletters and questionnaires are printed frequently in large numbers and are mailed by the most economical means—third class bulk rate.

The Clerk of the House reimburses the U.S. Postal Service for the costs of franked mail, both for the House and the Senate. A review of our House billings for both fiscal year 1983 and 1984 indicates that approximately 83 percent of our mail in both years was third class bulk rate—basically newsletters and questionnaires. The rate is about the same for the first half of fiscal year 1985. The 75-percent requirement in S. 1195 would be met and exceeded by the use of only these mailings for the missing child information.

The House's use of "postal patron" mail ensures that one piece of each districtwide mass mailing reaches each household in such district which is not the case for day-to-day mail from House offices. If any Member should not use newsletters or questionnaires on a regular basis, the Commission could develop a cooperative plan with them that would permit certain quantities of mail from such offices to include the missing child information.

The foregoing suggestions, Mr. Chairman, are made as the result of your invitation to appear here today. I offer the following questions, some of which may have already been answered today, for your consideration.

Who would select the missing children and the relevant information to be included, and what would be done to ensure that material would remain timely?

Would Members use only missing children from their own district or State?

Will there be a quota of mail assigned each Member or other House office?

These are not offered in any negative desire on my part, but only for the consideration of the subcommittee in trying to develop a more workable piece of legislation to assist in this very worthwhile undertaking.

Any legislation should specify whether the legislative branch agencies such as the General Accounting Office and the Library of Congress are to be included. And, Mr. Chairman, who will receive the information from anyone who wishes to respond to a mailing regarding a missing child?

Will it be Federal, State, or local government—there are existing offices and hotlines—the parents, or other persons or offices? If our congressional mailings should eventually contain the required in-

formation, we should provide an address and telephone number that would allow citizens to respond directly.

This would avoid having numerous congressional and other offices receiving information and then passing it along to a proper office for action. The response mechanism should be as simple as possible and avoid the involvement of several offices that might lead to confusion or fragmented reports.

I wish to reiterate, Mr. Chairman, and members of this subcommittee, the desire of my staff and myself to assist in the development and implementation of this plan. However, I wish it to be accomplished in the most effective and economical manner that we can devise. My comments and suggestions are made in that spirit. I will be happy to meet with you further at your convenience or receive any questions.

Thank you.

Mr. McCLOSKEY. Thank you, Mr. Guthrie.

I think your statement is very valuable, to the effect—something I had not thought about in any great detail. The newsletters and questionnaires reach every house in the district that is a very appealing part of the congressional mails, to carry a major responsibility in this area. I really don't have any other questions.

If you care to comment further.

Mr. GUTHRIE. No, Mr. Chairman. In making that recommendation, I was trying to avoid the problems that were being testified to earlier on, such as the quantities of preprinted envelopes and the costs for insertions.

Mr. McCLOSKEY. From your previous experience and your attitude about programs like this, do you see your office as having any difficulty in administering something along these lines if a reasonable program is adopted?

Mr. GUTHRIE. I would hope that the language within any bill finally approved would leave that to the Commission on Congressional Mailing Standards. There would be various sections of the law and the Commission's regulations under which the Members are mailing that would have to be modified.

Mr. McCLOSKEY. Thank you, Mr. Guthrie.

I have to leave for about 10 or 12 minutes for a vote. When I return, I will ask Mr. Howell, the executive director of the National Center for Missing and Exploited Children, to testify.

Thank you.

[Recess.]

Mr. McCLOSKEY. Let's resume.

We will now hear from Jay Howell, executive director of the National Center for Missing and Exploited Children.

Mr. Howell.

STATEMENT OF JAY HOWELL, EXECUTIVE DIRECTOR, NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN

Mr. HOWELL. Thank you, Mr. Chairman.

I would echo a lot of the sentiments in your opening statement, and also would like to bring to your attention some of the problems that may exist in enacting such a significant campaign as this.

There are two things particularly unique about the search for a missing child. It is a particularly frustrating, fragile, and difficult procedure for all involved, families, police departments, and everyone else, for two primary reasons that make it such a unique crime, a unique experience, and one that is difficult for systems to handle.

One is the fact that the only real source of evidence, actionable evidence, in the case of a missing child, is the scene itself and the circumstances surrounding the child's disappearance may be very little in effect.

Once that has been thoroughly investigated, the only sources become unanimous tips or leads of information that comes in or the procedure you are talking about here today, the pubilc display of a picture of a missing child.

The second thing that is particularly unique is the situation itself moves so quickly beyond the confines of the local jurisdiction as to make a nationwide or at least regional response in order in most of the cases.

There is not much hope, and there was not in the past for many solutions to the search for the missing children. There are many more now because of the type of pictures, technology, increased training and effectiveness of all those who deal with these cases.

The public display of pictures brings two results. One is we do know that the public display in the past has been successful in locating children. The other critical part of the puzzle that often is served by the display of pictures is information which leads the investigators and the investigating agency to know a lot more about the case.

For instance, a child may not be recovered and located through the information that comes in in a public display but you may see the patterns. There have been times in the past when a particular child was sighted in unrelated cases around a certain area of the United States which leads the investigators to have much more to go on when unrelated sightings come from the same area and gives them something to focus on.

There are three criteria we use to examine programs involving public display of pictures. First is whether it is an appropriate vehicle for the display of a picture of a missing child. There was mention earlier today of chicken parts and wine bottles and other vehicles that we believe are inappropriate.

The second criteria is the shelf life, that is, how long the existing item is going to exist and not be recallable in terms of removing the child's picture. I would like to offer for the record a copy of our protocol that we use to determine the pictures and the length of time that it is used.

One particular part of that is important to what you are considering today. Shelf life in cases of noncustodial parental kidnapping cases, we tried to use a shelf life of 1 month and 3 months for those children abducted by unknown circumstances or apparently by nonfamily members.

The third criteria we use are the effect and impact on children and what consequences that may bring and in this situation there is no concern from us in regard to two, that is, children, and second, whether it is appropriate.

The shelf life is something that needs to be considered. I believe that there are some unprecedented impacts that this would have.

The largest display we have in the United States of pictures with missing children is about at the 40 million item level, that is, 40 million pictures being displayed at a time in the mailing, in the envelopes or in a store. That is about as big as it has gotten.

This could potentially be, from everything that I have learned about it, could potentially be 1 or a 1½ billion.

Now, I think that is 100 million, and just to give you an idea how significantly this is going to impact on what we are doing—it means, No. 1, we have to work out procedures for the administration of the program, the recall of pictures.

Melissa Ackerman's name was mentioned today. She disappeared June 2 and her remains were identified June 19. There are a lot of cases that have that horrible ending.

It won't hurt Melissa anymore to have her picture displayed because they have done to her everything that can be done, but in the cases of children who are found alive, in the cases of children who are the victims of noncustodial parental kidnapping cases, children who have voluntarily left home or been kicked out of their living situations, there can be serious consequences if the display of the picture goes on for a significant period after the child is returned.

Even in something that had as short a timeframe the television movie Adam had, a 2-week lead time that was broadcast at the end of the movie, one of the showings of that television movie, we had a child recovered and returned home and, of course, her parents were deeply concerned and called us, and there was nothing we could do to recall the picture at that time and they were concerned about people seeing here on the street, people accosting them, people stopping them, law enforcement official agencies doing something to them and it is a concern we always try to address and not an easy one.

The administration of a program involving this number has got to be worked out carefully. We currently take in about 600 telephone calls a day on our toll-free lines. Generally speaking, 60 of those may be from individuals who believe they have information about the location of a missing child.

If a program of this magnitude is enacted, it will impact on the receipt of those telephone lines in such a significant way that we are going to have to take a serious look at redoing that system.

I say that because the one problem you have in an 800 line like that is that if you have only x number of lines and you have a high incidence of incoming phone calls, you lose telephone calls, they get a busy signal. Even if you put a telephone recording in there, you lose calls so it has to be looked at.

When we have a 40 million item display, we see concrete results in those telephone lines. When we opened that 800 line—opened it in mid-October—we took in 7, 10 calls on a given day from individuals who believed they had information about a child. Under 10 calls from people who really thought they had that information.

With all the private sector displays you have seen in the last 6 months, starting in February of this year basically, that is up to about 60 sighting calls a day. If this kind of a program is enacted

and put out there, we are going to have to make a careful analysis of how far we want to go in being able to respond.

Shelf life—and the third one I see as some concern to the subcommittee is the administration and distribution of those pictures.

We currently have photographs and biographical information on hundreds of children that can be displayed. Some of the problems that we have encountered are, No. 1 there is no system in place in this country now that adequately provides for the public display of pictures of kids who have been abducted by noncustodial parents.

The National Center takes the position that those children should be looked for like any other missing child. There is no policy or system to be able to put their photographs forward because of the legal liabilities that are involved in this.

We have a criteria that puts forward requirements and I will put that into the record. That means the name must be entered in the National Crime Information Center and in the case of a victim of a noncustodial parent, there must be a warrant out for the offending spouse.

That is the guarantee the private sector wants for liability reasons. There has never been a system to address the display of a picture of a child who has apparently voluntarily left home.

Privacy considerations make that to be a significant judgment call. As a result, we have most private sector organizations who display pictures of missing children only using those cases where they believe there is evidence to suggest they were abducted by an unknown person.

I am glad to say that the Child Search series of NBC, "Hour Magazine" that the National Education Association, the National Elementary School Principals and the National Association for Record Collection have been willing to run pictures of children who are the victims of noncustodial cases which should be out there as well, we believe.

The administration of this program will have to be worked out carefully so that—I mean, potentially you could have hundreds of places that would be receiving and then printing these pictures throughout the executive branch. You have certain central cores like the Senate and the House, but even in the House, I am told many times that is contracted privately.

You have that many more sources, and those pictures are not camera ready, simply pictures of missing children with biographical information and for this program to be successful, those criteria have to be looked at very carefully.

We stand ready and committed to make that work. There is a way to do it effectively so that all the children receive the proper benefits of the Federal program.

The last thing I would say is this. We have seen the private sector step forward on this issue in significant ways, financial resources, and in terms of display of pictures, television and media, private sector, individuals, corporations, have done a good job with this.

Some of those total in the 10, 20, 30 million category of distribution of pictures of missing children.

The public sector has a role here too that should be decided after careful consideration, because it will send another message, not

just the companies and corporations, but the public sector, the Government, the Congress, the elected officials of the United States who also want to take a meaningful part in this, and we pledge our commitment to making this work.

I believe it can, but I believe that some of the criteria I mentioned need to be looked at because it is not quite as easy as we all would like it to be.

Thank you.

Mr. McCLOSKEY. Thank you, Mr. Howell.

Just from your own vast experience and given the exponential increase in mailed photographs that would go out under this program, would you say it is definitely true that before too long we would see significant success coming from this program, given the mass distribution and increase in volume?

Mr. HOWELL. Since February, the significant private sector displays, I know of about 20 cases of children around the country who have been identified or recovered as a result of display programs that have existed in that 4, 5 month period of time.

It is not quick and not easy, and particularly those cases where the children are the victim of unknown circumstances, the success rate is not very high. Though I think enough parts of our society, including this body, have articulated the fact that if you can find people by doing it and children particularly, that it is worth doing.

There is probably 20, probably more, local and regional cases. I know of about 20 cases in the last 6 months.

Mr. McCLOSKEY. Would that also include milk cartons being distributed regionally?

Mr. HOWELL. All of the various displays that are out there now.

Mr. McCLOSKEY. It is safe to say from what we have heard previously that it is very likely, and you can sense this coming, that your center would be designated as the overall administrator and coordinator of this program, and he who implements has a lot of responsibility.

Could you tell me briefly, since I don't know exactly, your funding situation presently and how this could impact your staff and what your needs would be?

Mr. HOWELL. Presently we are operating under a $3.3 million, 2-year cooperative agreement with the Office of Juvenille Justice and Delinquency Prevention. That will be assessed and analyzed this summer, and I believe we will be given from the Department the appropriate funds to continue the operation as it is now.

This would significantly expand—I think, the obvious impact is in two areas. One, the number of incoming calls over the 800 line where you are talking about there new lines, new people, just expanding that a bit to take in those calls without losing them.

The second impact would be in the administration of the program, getting the pictures out, getting the pictures reproduced. Currently we pay for the reproduction of these photographs. We are trying to get in-kind services from the private sector. They have color copying machines to do it. We don't have those, so we pay a photoprocessing institution to reproduce those.

Currently we have requests for about 150 displays that come in a week. "We would like to show pictures of missing children, can you give them to us." About 150 a week. That is about all we can take.

We are overtaxed with our staff to answer that kind of a regular demand. This may involve hundreds of regular distribution points for those pictures. That is going to be significant also.

Mr. McCLOSKEY. OK; you can see the possibility of your work load doubling—and I know you don't know until it happens—intuition, gut hunch, your actual work load would double?

Mr. HOWELL. More than double. What we do know from the last 6 months is that, for instance, when we saw the Advo campaign come in there was a 40-million input distribution, those we immediately noticed a significant reaction in our phones, 40 million distribution.

If you really are talking about—someone else who knows more about it can tell you—a 100 million or 1 billion items, yes, it will be well more than double.

Mr. McCLOSKEY. I am not asking you for a final commitment today, but would you say your group stands ready to administer and be very active in this program if the Congress so decided?

Mr. HOWELL. We stand ready. We will do whatever is necessary to make it work, but it is going to change the face of the center and we need help.

Mr. McCLOSKEY. Would you have a preference, given the testimony you heard previously today, as to mandatory or permissive coverage, as to the congressional and Federal mailings generally?

Mr. HOWELL. I personally favor discretion, and the only reason I favor it is I don't see it as its own—I don't favor it for the reasons of discretion alone, but I favor it because I see that it may be the only way this is really going to work, is to put some discretion in it so that it is a manageable campaign that can be enacted.

After it is in operation, someone may want to change it to making it mandatory. It may prove so successful and take a look at it and change it but I am afraid without the discretion, I have seen the Federal Government respond and I have been inside it when you passed a law, there is a lot of scurrying around, because it is taken very seriously, that will involve a pretty significant undertaking. Discretion may be the only way to initiate it.

Mr. McCLOSKEY. Also, I am sure you heard the comments from Ms. Coe and Mr. Guthrie, that perhaps 83 percent of the congressional mail in volume involves newsletters, and it appears that they would have the appeal of going to every household of the district.

I just thought of something else. Generally speaking, there would be a 3- or 4-month lag between those newsletters so there should be a minimal recall problem.

Could you comment on that as to what you know as a lay person in this area?

Mr. HOWELL. I think the newsletter may be a good way to go. Remember, too, what are we trying to get done? We are trying to get these pictures out to America and interagency mail does not do that.

The newsletter lends itself particularly well to this campaign and if it is making up that huge a percentage of the mail anyway, that is a good thing to look at as an initial vehicle. That goes into the citizens' households.

Mr. McCLOSKEY. One other question. Do you have any experience with, or can you comment as to the idea of sketches, since some technical people have said some of the Federal mail would be very difficult to adhere photographs to, but there can be some dispute on that? Have you had any experience with sketches?

Mr. HOWELL. We are trying to evaluate sketches right now. We have some professionals in Texas who have been working with us to evaluate the effectivenss of that system. Children's pictures are not very good quality, even when you have an actual picture, let alone a sketch.

At the last showing of Adam, six pictures were rejected because the actual photograph was so bad. I think that that can be worked out case by case to do it as effectively as possible.

Mr. McCLOSKEY. Thank you, Mr. Howell. Your testimony has been very valuable, and I appreciate your expertise and your enthusiasm for this idea.

Something else I also should note. Senator Metzenbaum was held up in the Senate and he could not appear today, but he was kind enough to give us his statement and that will be inserted in the record of today's hearing.

Mr. Michael Spates, Director of the Office of In-Plant Processing for the U.S. Postal Service. I am sure you have thought a lot about this, Mr. Spates. Let us hear from you.

STATEMENT OF MICHAEL F. SPATES, DIRECTOR, OFFICE OF IN-PLANT PROCESSING, U.S. POSTAL SERVICE

Mr. SPATES. Thank you, Mr. Chairman.

As you mentioned, I am Michael Spates, the Director of the In-Plant Processing Office, Mail Processing Department, Postal Service Headquarters. My office has responsibility for all processing and distribution procedures pertaining to all classes of mail.

At your request, Mr. Chairman, I am here to outline the guidelines for the readibility of mail which have been established by the Postal Service and how with mutual cooperation—and I emphasize "mutual cooperation"—we might ensure that Government mail conforming to the requirements of S.1195 would not interfere with the readibility of the mail.

Postal Service mail processing requirements do put some limitations on the placement of nonaddress data or markings on the outside of letter-size mail. These limitations are designed to assure that both our automated equipment and our distribution clerks can readily and accurately find and read the address block information. I brought exhibits to help illustrate what we are talking about.

This first exhibit, which I hope you can see from where you are, has been color coded for you. These limits are represented by the red zone on the sample of the most widely used No. 10 Government envelope. This is in proportion to the No. 10 Government envelope. These limits I have mentioned are for the purpose of our distribution clerks and our automated equipment to read the address, and are represented by this red zone as you see it here.

In addition, our automated equipment must have a clear area reserved on the right and along the bottom of the envelope. It is in this area that our optical character reader letter processing equip-

ment prints a bar-coded representation of the delivery information, the ZIP plus 4 code, which becomes the basis for all subsequent distribution.

This is shown in the blue area of the sample envelope.

The third area that must be left clear is set aside for postage and facing identification markings. This area in the upper right-hand corner of the envelope is reserved for the placement of the penalty indicia, stamp, or other endorsement, plus the facing identification marks which appear as a bar code pattern to the left of the indicia. This bar code pattern is used to mechanically orient each letter so it can be efficiently processed in its initial distribution.

This is shown in the green area here.

While it may seem that we have put large sections of the envelope off limits for the possible printing of nonpostal information, such as a picture and biography of a missing child, there is, as I would like to show you, a considerable area where this information can be placed without any impact at all on postal processing. I refer to the second exhibit now.

This area on the envelope, above the delivery address line in the address block, with the exception of the indicia/facing identification mark area in the upper right corner, as previously outlined, may be used to display the proposed information of S.1195.

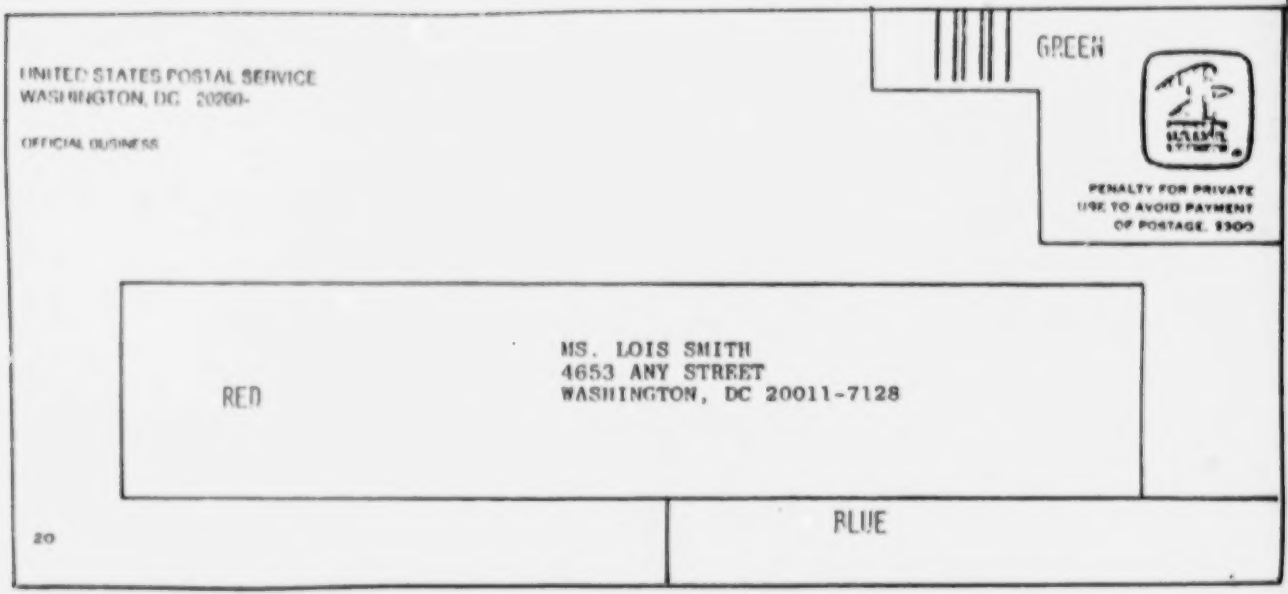
This example shows a green rectangular area which should provide ample space for the material required in this proposed legislation if it is to be printed on the cover rather than enclosed. The area which is approximately 6.5 inches wide and 2 inches high, excluding the placement of a return address block, provides sufficient room to display a picture and biography printed to the same approximately dimensions as are currently being printed on grocery bags, on milk cartons, and on some third-class advertising mail.

There is plenty of room to do what the bill proposes.

Postal Service publications are available which provide the printer and the mailer with the specific dimensions of the restricted areas I have discussed. Should the Government decide to do so, you can see that there is a sufficient area upon which to place the biography and picture without inhibiting the Postal Service's ability to process the mail efficiently and on time.

[The exhibits referred to follow:]

EXHIBIT 1



BEST COPY AVAILABLE

EXHIBIT 2

UNITED STATES POSTAL SERVICE
WASHINGTON, DC 20260-7113

OFFICIAL BUSINESS

GREEN

PENALTY FOR PRIVATE USE TO AVOID PAYMENT OF POSTAGE, $300

MS. LOIS SMITH
4653 ANY STREET
WASHINGTON, DC 20011-7128

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Mr. McCLOSKEY. I think your testimony is very forthright and clear. I don't really have too much to ask, Mr. Spates, but I think one thing that has occurred to many of us is the back of the envelope.

Is there any reason why the lower back of the envelope away from the tear would be a problem?

Mr. SPATES. On the back side of the envelope?

Mr. McCLOSKEY. Yes.

Mr. SPATES. That would cause no problem at all.

Mr. McCLOSKEY. Thank you so much. I appreciate your patience in waiting a couple hours here today.

Mr. SPATES. No problem.

Mr. McCLOSKEY. Thank you.

I would just say thank you to everyone that appeared today.

And obviously we received a lot of vital information, including Mr. Metzenbaum's statement. We will take all this information and work on it and try to come out with some sort of bill, given the input we have had, within a reasonable amount of time.

So thank you very much.

[Whereupon, at 4:15 p.m., the subcommittee was adjourned.]

[The following statements were received for the record.]

STATEMENT BY THE PUBLIC PRINTER OF THE UNITED STATES, HON. RALPH E. KENNICKELL, JR.

Dear Chairman McCloskey, the subject of S1195, the missing children of our nation, is a matter of grave concern and has my support as to its intentions. As a parent of two children, I personally share the Committee's desire to enact legislation which could help to alleviate the pain and suffering borne by the families of the missing ones and the children who are the victims of these heinous crimes.

The official mail transmitted by the Congress and the government agencies is truly voluminous. To martial these communication links in support of this continuing problem, would be a herculean administrative task as well as that of the physical printing of the photographs and biographies.

The Government Printing Office is responsive to the needs and wishes of the Congress of the United States. The Congress would be the first to realize that such an undertaking would require that the decisions as to which photographs and biographies were to be printed would necessarily have to be made elsewhere. The quantity and frequency of production modifications could contribute to unusual expenses necessary to administer the requirements of the program.

The Government Printing Office would do its utmost to support any legislation enacted by the Congress and signed into law which falls under its legal and physical capabilities.

The Committee is to be commended for its interest in their attempt to help reduce this problem of our society.

U.S. SENATE,
COMMITTEE ON RULES AND ADMINISTRATION,
Washington, DC June 21, 1985.

Hon. FRANK McCLOSKEY,
Chairman, Subcommittee on Postal Personnel and Modernization, Committee on Post Office and Civil Service, U.S. House of Representatives, Washington, DC.

DEAR CHAIRMAN McCLOSKEY: This letter is in response to your letter of June 12, 1985, requesting my comments on S.1195, a bill to require that pictures of and information about missing children be included on official mail.

Certainly, the successful recovery of missing children as a result of the dissemination of pictures and information on grocery bags, milk cartons, and other means lends hope to the thought that even greater dissemination through additional channels will result in even more recoveries. If using the government's official mail will help, then we should try it.

I suggest two amendments to the bill as referred. First, in the Senate, the appropriate body to prescribe implementing regulations would be the Committee on Rules and Administration, not the Secretary of the Senate. And it seems that it would be useful to designate someone to prescribe regulations applicable to executive branch agencies. I propose that this be jointly done by the Office of Management and Budget and the Joint Committee on Printing. Second, we should provide some way of knowing the costs and the results of this new program, and I am proposing a biennial report by the Comptroller General of the United States. The text of the two proposed amendments is set forth on the attachment.

Sincerely,

CHARLES McC. MATHIAS, Jr., *Chairman.*

AMENDMENTS TO S.1195 PROPOSED BY SENATOR CHARLES McC. MATHIAS, JR., CHAIRMAN, SENATE COMMITTEE ON RULES AND ADMINISTRATION

1. Amend subsection a(2) to read as follows:

The Senator Committee on Rules and Administration and the ———— (blank to be completed by the House Subcommittee on Postal Personnel and Modernization) shall prescribe for their respective Houses rules and regulations necessary to implement the provisions of paragraph (A) of subsection (1) of this section. The Joint Committee on Printing and the Office of Management and Budget shall jointly prescribe rules and regulations necessary to implement paragraph (B) of subsection (1) of this section.

2. Add the following new subsection.

Not later than February 15 of every odd-numbered year, the Comptroller General of the United States shall report to the Speaker of the House of Representatives and the President of the Senate the Costs of executing this Act and the number of missing children located as a result during the two-fiscal-year period ending September 30 of the previous calendar year. The Comptroller General shall prescribe rules and regulations necessary to ensure that the information required for such report is gathered and maintained.

STATEMENT OF HON. DALE E. KILDEE, CHAIRMAN, SUBCOMMITTEE ON HUMAN RESOURCES, HOUSE EDUCATION AND LABOR COMMITTEE

Mr. Chairman, I am pleased to have this opportunity to comment on S. 1195, a bill to require certain Government mail to carry the picture and a brief biography of missing children. I commend the Chairman of the Committee for his attention to this important matter by the expeditious scheduling of this hearing.

As Chairman of the subcommittee with jurisdiction over the Missing Children's Assistance Act, I am deeply concerned with the question of how best the Federal Government can assist in this area. In our very Mobile Society in which a person can travel from coast to coast during a School Day, missing and abducted children must be a concern of the Federal Government.

It was in recognition of this fact that the Congress enacted the Missing Children's Assistance Act authorizing a toll-free national hotline, and a National Clearinghouse and Resource Center, as well as a grant program to support activities such as education, prevention, technical assistance, and research.

Recently, we have seen a growing number of private sector companies and organizations voluntarily assisting in the effort to find and recover children reported missing by publicly distributing and posting pictures and other information on these children. These organizations and groups are to be commended for their involvement. Testimony presented before the Subcommittee on Human Resources indicates that the wide distribution of such information can assist in the location of missing children. Attached to my statement is a list of some of the organizations which have become involved in this effort. The Committee may want to consider consulting with representatives of these organizations. Their experience could provide useful guidance on implementing a congressional program, should one be adopted.

We now have before us a Senate-passed bill which would make the Federal Government an active participant in these efforts. S. 1195 would require that 75 percent of congressional mail and 50 percent of executive agency mail include photographs and pertinent information on missing children. The bill further provides that this can be accomplished by printing the information on envelopes or through the inclusion of an insert.

The goal of expanding the avenues by which information on missing children is distributed is commendable. However, there are several issues the committee may

want to consider in determining how best the Federal Government can assist in this area.

One important issue to take into consideration is that any system developed must be flexible so that pictures can be added or removed as needed. In some of the private sector initiatives in this area, the photographs are changed on a regular basis. If this approach were to be followed, a decision would need to be made as to how often photographs would be changed and how many envelopes would be run in each printing.

A second issue is whether any differences in mail processing between the House and Senate are significant in the design or a congressional program. For example, I understand that a large portion of Senate mail is sent out from a central location whereas this is not the case in the House. The quality of mail sent out by House Members varies by office to office and because special mailings can significantly alter the amount of envelopes needed, the system would need to be flexible to accommodate this as well.

The Committee should consult with Government Printing Office (GPO) officials and the Joint Printing Committee to determine what logistical or other considerations, if any, would be involved in such an undertaking. If the committee determines that it would be beneficial to rotate the photos on a regular basis, there may also be a need to review the impact on GPO printing priorities and whether there are attendant considerations related to the distribution of new envelopes and any retrieval of outdated envelopes should a child be located.

In addition, because it is generally more efficient and cost effective, House Members generally order stationery in bulk, storing the excess to be used as needed. This raises further questions the committee may need to consider such as whether the procedure for obtaining personal stationery would need to be revised and should individual representatives receive a new allotment of envelopes with each GPO printing.

Depending on the answers to these questions the committee may want to consider whether it would be preferable to use an insert with a direct appropriation for its printing. Particulary given that each Member of the House has control over their own stationary account, a program involving an insert may be easier to administer. A related consideration would be whether the printing of an insert to be used by both the Congress and the executive branch would allow for economies of scale that multiple printing of envelopes for individual agencies and Members of Congress would not.

Whatever the form, should a decision be made to proceed in this area it would seem prudent to ensure that the program design take into consideration several related issues to help ensure it operates effectively. Some issues to consider include the need to designate responsibility for monitoring the status of the children whose photographs age being distributed to ensure the information is accurate and timely. In addition, the system should have the flexibility and responsiveness to remove from office stocks envelops bearing information on children found or recovered.

Another issue which the committee should consider is the need for a fair and equitable procedure for determining which children's photographs are to be printed. Options range from the most inclusive—picturing every child listed at the National Center, to much narrower categories such as only picturing those children whose cases are under active investigation. A related consideration is whether individual Members of Congress should have an opportunity to select new pictures and information for printing from cases brought to their attention. Without a specific system in place for choosing the photos to be distributed, it could be difficult for the responsible entity running the program to explain why a particular picture is not being used.

The bill places responsibility for implementation with the Clerk of the House, the Secretary of the Senate, and the heads of executive departments, agencies, and bureaus. Where will these responsible officials receive advice and assistance? I would caution against delegating this large task to the National Center on Missing and Exploited Children without the benefit of additional staff or funding. It would indeed be unfortunate, if an action intended to assist in the location of missing children would result in preventing the Center from maintaining its current activities as provided by the terms of its grant and the Missing Childrens Assistance Act.

Again, thank you for the opportunity to testify. If I can be of further assistance in this matter, please do not hesitate to call on me.

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